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ABSTRACT

This document enumerates and discusses needs for community service and continuing education programs in the state of Tennessee. Its contents are based on the Statewide Report drawn up by the State Agency for Title I in Tennessee, and on responses to 800 questionnaires mailed to recipients of the Report requesting the identification of other outstanding community problems and examples of new community service programs which could be undertaken. Included are lists of key problems in such areas as employment, youth opportunities, government, poverty, housing, education, recreation, transportation, health, and land use. The establishment of priorities, and the operating philosophy and statewide objectives of the program are covered. Information on proposal submission deadlines, availability of federal funds, and anticipated budget are also included. (MF)

ED042103

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

June 24, 1970

DIRECTOR
BUREAU OF HIGHER EDUCATION
ASST. DIRECTOR
ADM. ASSISTANT
SECRETARY
FILE

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
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Dr. Nolen E. Bradley
Director of State Agency for
Title I
Division of University Extension
University of Tennessee
Knoxville, Tennessee 37916

Dear Dr. Bradley:

I am pleased to advise you that we have approved your Fiscal Year 1971 Annual Program Plan Amendment to the Tennessee State Plan for Community Service and Continuing Education under Title I of the Higher Education Act of 1965, as amended. The approved program plan amendment is effective as of July 1, 1970.

Please note, however, that as of this date no Fiscal Year 1971 Federal appropriation bill has been enacted for Community Service and Continuing Education Programs. Therefore, we cannot authorize you to implement the approved plan nor to incur program expenses under this plan until an appropriation bill is enacted. As soon thereafter as the information is available you will be notified of your allotment.

In accordance with Section 173.20(b) of the Regulations, the individual programs or projects approved by the State Agency for funding during FY 1971 must be reported to the Office of Education within 10 to 15 days after approval. For this purpose please use standard Notice of Activation Forms (OE 3054 - Rev. 2-67). When these Notices of Activation are received we will review them and advise you accordingly.

The certification required under Section 173.22 of the Regulations is enclosed. It should be completed and returned promptly.

We wish you success in your 1971 programs.

Sincerely yours,

Pedro C. Sanchez
Director
Community Service and Continuing
Education Programs

Enclosures

RECEIVED
JUN 29 1970
STATE AGENCY FOR
TITLE I
HIGHER EDUCATION ACT

AC008379

approved

TITLE I, HIGHER EDUCATION ACT OF 1965

ANNUAL AMENDMENT
TO THE
TENNESSEE STATE PLAN FOR COMMUNITY SERVICE
AND CONTINUING EDUCATION PROGRAMS
FOR
FISCAL YEAR 1971

Submitted by the State of Tennessee in accordance with the provisions of Title I of the Higher Education Act of 1965 (P. L. 89-329) and the Regulations promulgated thereunder (45 C. F. R., Chapter I, Part 173).

Approved by The University of Tennessee

on June 10, 1970.

The University of Tennessee

By Walter A. Smith

By J. E. Arnold

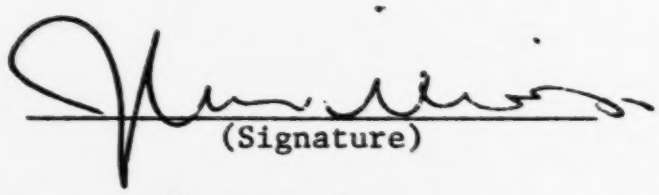
This is to certify that The University of Tennessee has been designated as the State Agency for the development and administration of activities in Tennessee under Title I by Governor Frank G. Clement, and such designation approved by the Commissioner of Education, USOE.

Date on which amendment is effective: July 1, 1970

CERTIFICATIONS

State of Tennessee. I hereby certify that the attached amendment was duly adopted by the State Agency on June 10, 1970, and will constitute the basis for participation of the State of Tennessee under Title I of the Higher Education Act of 1965 (P. L. 89-329).

June 10, 1970
(Date)


(Signature)

Vice President
for Academic Affairs
(Title)

State of Tennessee. I hereby certify that the attached amendment of the State Plan submitted pursuant to Title I of the Higher Education Act of 1965 is in itself consistent with State law; and that, as amended, the said State Plan as a whole is consistent with State law.

JUN 12 1970
(Date)

(Signature)

Governor
(Title)

TITLE I, HIGHER EDUCATION ACT OF 1965

Annual Amendment
to the
Tennessee State Plan for Community Service
and Continuing Education Programs
for
Fiscal Year 1971

This document has been submitted to fulfill the requirements of Section 173.4 of the Regulations governing Title I of the Higher Education Act of 1965. It has been prepared in accordance with Section 173.12 of the Title I Regulations and directives from the United States Office of Education.

A. PROCEDURES FOR IDENTIFYING COMMUNITY NEEDS

The State Agency for Title I in Tennessee completed a demonstration research project on the identification of community needs in Tennessee. It was the purpose of this project to demonstrate at least two things: (1) one means of identifying the community problems in Tennessee, and (2) methods of opening channels of communication or of beginning dialogues between these college and university staff members and selected members of the communities--governmental officials, influential community leaders, and lay citizens.

As a preliminary to the actual demonstration procedures a survey instrument was developed which could serve both as a mail questionnaire and as a personal interview guide. At an organizational meeting of representatives from institutions cooperating in the demonstration research project held in Nashville, Tennessee, on June 22, 1966, the survey instrument was introduced and adopted as a guide for the collection of data on community needs in Tennessee. In an effort to utilize the special resources of each participating institution and to capitalize on their familiarity with their various service areas, the State was divided into eight areas and the various institutions of higher education were assigned the responsibility for the project and reporting the results in their respective areas. The geographical unit of community structure in the project was basically the county; however, the larger metropolitan areas were usually considered separately. Of the ninety-five counties in Tennessee, seventy-seven were visited at least once during the project and most were visited several times for the collection of data.

This project sought to make a valid identification of community needs through interviewing the people in a community who could provide information on (1) the problems which existed in their area, (2) the nature and extent of each problem, and (3) the priority of solving these problems. Selective processes, such as stratified random sample by

census tracts or districts of the study area, were utilized in determining local citizens to be interviewed. In addition, interviews were held with selected officials in each county, such as elected chief officials of counties and municipalities, county judges, school superintendents, county farm agents, hospital administrators, welfare workers, home demonstration agents, county health directors, heads of local employment security offices, directors of local planning commissions, chief law enforcement officers, officials of civic organizations, bankers, and newspaper publishers. These county and municipal officials provided much of the information for the area reports, but information from lay citizens was also utilized.

Representatives from these fourteen institutions of higher education in Tennessee participated in the collection of data for the identification of community needs in Tennessee: Austin Peay State University, Bethel College, Carson-Newman College, East Tennessee State University, Knoxville College, Lambuth College, LeMoyne-Owen College, Memphis State University, Middle Tennessee State University, Southwestern at Memphis, Tennessee Agricultural and Industrial State University, Tennessee Technological University, The University of Tennessee, and The University of Tennessee at Martin. The culminating activity of this demonstration research project was a Conference for Institutional Representatives, conducted in Nashville on August 4-5, 1967, which was attended by sixty-one representatives from twenty-one institutions of higher education in Tennessee and from various other State agencies. The Statewide Report was discussed, including problem identification and determination of priorities.

To supplement and up-date the data contained in the Statewide Report, the State Agency in March 1968 mailed questionnaires to 800 recipients of this document; this questionnaire specifically requested the identification of other outstanding community problems not mentioned in the Statewide Report and asked for examples of new valuable community service programs which could be undertaken. In addition, the State Agency has reviewed the research publications or literature of the Tennessee State Planning Commission, the Appalachian Regional Commission, the participating agencies in the Tennessee CAMPS (Cooperative Area Manpower Planning System), the Tennessee Education Association, the State Department of Education, the State Board for Vocational-Technical Education, the Tennessee Law Enforcement Training Academy, the Tennessee Arts Commission, the State Comptroller of the Treasury, and the Center for Business and Economic Research at The University of Tennessee. These data generally document and support the information contained in the Statewide Report.

During the past year a number of activities involving the State Agency staff have contributed to a refinement of previously identified problem areas and to the determination of priorities for Title I programming.

Out-of-State meetings included: the Fourth Annual National Title I Conference at Hot Springs, Arkansas; the Galaxy Conference on Adult Education, including the 54th annual meeting of the National University Extension Association, in Washington, D. C.; the Western Regions Title I Conference at Reno, Nevada; and the 55th annual meeting of the National University Extension Association at Kansas City, Missouri.

The in-State activities included: two meetings with members of State Government, including the Director of the Office of Urban and Federal Affairs, Director of the Office of Local Government, and the Director of the State Planning Division at Nashville to discuss community service and continuing education programming needs, priorities, and other State and Federal programs; two meetings of the State Advisory Council for Title I to consider problem areas, priorities, and program needs; three meetings with the Urban Observatory of Nashville-Davidson County to discuss program development; and site visits and working conferences at selected campuses across the State to discuss program priorities and the specific aspects of community problems for future programming under Title I.

B. COMMUNITY NEEDS IN TENNESSEE

An analysis of the eight area reports, the questionnaires, the representative literature from the above agencies, and the listed meetings revealed numerous problems within each of the nine problem areas originally designated in the Title I legislation. In addition, each of the eight reports considered problems in the area of education important enough to merit its inclusion as a tenth problem area. The ranking of problem areas on a Statewide basis and analysis of the eight area reports, questionnaires, representative literature, and other conferences seemed to indicate that there were four problem areas of major concern, three problem areas of significant concern, and three problem areas of marginal concern. These problem areas are ranked below in order of importance with general problems enumerated for each problem area.

Summary of Major Problem Areas

Key problems in employment. There is a need in many counties for more industrial development for the employment of displaced laborers, particularly men, who would seek jobs in industry if such jobs were available in the localities; wage levels prevailing in the labor market are low and working conditions are (generally) poor; good jobs that would prevent the outmigration of the quality labor of bright and ambitious young people simply do not exist. Many counties need a more diverse economic base. After the closing of coal mines in some areas, stable male employment has virtually been nonexistent. There is a lack of sufficient part-time and summer employment for youth.

There is a need for employment assistance. State employment offices are limited to fitting job applicants into those available job openings which meet their qualifications. There are not sufficient personnel in these offices to go out and actively seek work for applicants listed on unemployment rolls. A more effective job could be done if these offices could employ highly skilled people trained in the methods of labor market analysis and in supplying job market information.

Equal employment opportunities are poor for the Negroes, particularly for the Negro youth; many are high school dropouts with nothing to offer an occupation; most receive no motivation at home and little at school. Marginal income people and people with marginal physical disabilities are not receiving needed help in developing their employment potential. There is a need for those agencies that are in a position to do so, to help such

people. Employment of senior citizens is not being fully realized. There is the problem of farm job displacement and bringing women into the labor force.

More productive jobs must be created for youth and particularly more jobs to employ the non-college-bound youth. More opportunities for work-study programs are needed, and schools need to work more closely with employment services in helping place youth in suitable jobs. Employment agencies should assemble information regarding the kinds of training employers want and provide it to the secondary schools.

Key problems in youth opportunities. Problems in youth opportunities are closely related to the problem areas of employment, poverty, and education. Some additional problems in youth opportunities are mentioned in the discussion of these related areas. Much has been accomplished since 1966, but there is a need for continued emphasis to be placed on services to non-college-bound youth, expanded vocational, technical, and occupational training programs, on-the-job training programs, and additional junior colleges to provide more youth opportunities. Definite efforts are being made to articulate the vocational training programs in the high schools with the programs of the area vocational-technical schools located throughout Tennessee. Hopefully, as programs are developed further, there would be much better articulation than there is at the present time.

Community service workers associated with nonprofit youth organizations need training to improve their efficiency in some areas. Training programs designed to meet this need might also be expanded to include the training of employees in other areas of activity, such as public welfare and playground personnel, if their duties include frequent or primary responsibility for youth activities.

The absence of youth opportunities can contribute to a high rate of juvenile delinquency; a high rate is significant because it is indicative of a deepseated disorganization among youth (particularly Negro youth). Unwed mothers and broken homes impede youth opportunities. Limited access to education and training, prime susceptibility to illness, inadequate nutrition, and poverty restrict youth mobility. Young people in poverty-stricken homes lack motivation and lose hope; they lack resources, incentive, aspiration, and motivation.

Key problems in government. Special consideration should be given to programs which increase the leadership ability of public officials. There is a need for training State and local public officials to prepare them for the complexities of public office and to acquaint them with services potentially available to them. A training program of this type would require close cooperation between active community service agencies and appropriate college level discipline areas (such as economics, sociology, government, education, management and finance, psychology, industrial management, and health). Training is needed in the following areas: how to write federal proposals; types of federal aids available and how to obtain them; and various sources of community aid, including federal and State agencies, university extension services, and privately financed foundations.

With the racial unrest evident in Tennessee's larger metropolitan areas, there is a need to improve police-citizen and government-citizen human relations and communications within these communities.

There is a need for college-level assistance in urban planning and development, planning for the total community, comprehensive community planning in rural areas and small towns, home planning and maintenance, urban geography, urban/city management, regional development, urban renewal programs, defining the problems and advantages of incorporation, defining the role of the local government in these areas, providing rural fire protection, developing water utility districts and watershed projects, and city-county management and administration including business management. Mediation and advisory services could be provided by appropriate higher education personnel.

The counties need to develop new or to improve existing county planning commissions to formulate long-range plans for commercial and industrial growth of the counties and to develop and disseminate zoning regulations and building codes. (Programs emphasizing the necessity for regional planning would also be valuable for the metropolitan areas.) Serious consideration should be given to forming regional planning commissions. There is a need for a regular program of generalized training for nonprofessional staff members of planning commissions.

County governments, in general, are composed of public offices which are outdated. County officials cannot be expected to function effectively under existing statutory regulations and general laws. County officials are generally untrained and underpaid. A new system of county government headed by a chief county administrator is needed. County records should be maintained in a central unit utilizing modern data processing equipment. Consideration should be given to consolidate small, sparsely populated counties into larger units of government.

Training is needed for State legislators, law enforcement officials, members of county courts, county judges and magistrates, and juvenile court judges and probation workers; there is need for educational programs to communicate the various aspects of constitutional revision, county court reapportionment, the need for changes or modernization in county government, and court reform--thus facilitating progress in these areas.

There are numerous problems in the administration of the property tax. The conditions include low assessments in comparison with actual values; inequality of assessments; assessment of personal and real property at low ratios and public utilities approaching 100 percent of actual value as calculated by the State Public Service Commission; infrequent reappraisal programs that review all parcels of property; lack of professional training of tax assessors; political selection of assessors by the voters; and lack of staff assistance in tax assessors' offices.

Key problems in poverty. There is need for an improved program of general assistance to the poor; aid for obtaining legal advice by the poor is needed; improved transportation services for the poor to health services is needed; the establishment of daycare centers for otherwise unattended children is needed; welfare policies need revision; legal

domestic assistance is needed for the poor; more medical and dental care is needed; many indigents need counseling services relative to programs, services, and assistance that are available to them.

Social work agencies are considered to be understaffed, especially in those departments related to family planning and child welfare. Case workers are needed in public supported community service centers where they exist. There is a great need for permanent local and/or mobile general service centers to bring general services to the indigent in their communities. In cases where permanent facilities could not be justified, a house trailer small enough to be towed by a car could be used by home demonstration agents, police, ministers, workers in public and private community service agencies, civic leaders, and other persons who work or meet frequently with the underprivileged. It is essential that these workers be able to understand, counsel, and deal effectively with these people. There is a need for an internship program of experiences for selected employees in health facilities, schools, government offices, recreation centers, and the like, designed to enlarge and enrich their knowledge of the urgent social concerns and to sharpen their abilities in the recognition, analysis, and solving of social problems.

There is need for a program to acquaint low-income families in the proper use of consumer finance and management of personal finances. There seems to be an unbelievable widespread lack of knowhow in this area.

Summary of Significant Problem Areas

Key problems in housing. There is a need for public housing for low-income people, the aged, and others living in substandard dwellings. Some cities need an overall housing policy. Guidelines and housing and building codes are needed to prevent construction and realty companies from building too many cheap, two-story apartments.

Overcrowded housing exists in all counties, with a high percentage of substandard units. (Actual block or track data could be compiled as further evidence.) There is a significant proportion of houses in a state of serious disrepair; inadequate and outdated planning and zoning laws have contributed to ghettos and slums; high rents are charged for housing that is available; there seems to be no planned action for providing equal opportunity in housing. Housing for farm workers is generally very poor and completely outmoded; a high percentage of farm labor houses are beyond repair.

Key problems in education. The inadequacy of county revenue to provide adequate public services is most evident in the field of public education. The effects of inadequate expenditures may be most dramatically shown in the qualifications of teachers employed. Assuming that the bachelor's degree should be the absolute minimum standard, the range of the percentage of teachers with substandard preparation is as high as 30 percent in dozens of Tennessee's ninety-five counties. Considerable evidence can be presented to support the position that failure to provide adequate local revenue in the counties can be traced to lack of local effort rather than to lack of local ability. Only a relatively small percentage of income is being used to provide public education.

The public school systems in many areas are inadequate in many ways; they have limited curriculums, poor facilities, and inadequate funds. Most of the teachers in the rural areas are natives, and they have had little opportunity to observe or work in an effective school system. Additional revenue is needed to secure better-qualified teachers, to replace poor facilities, and to provide expanded course offerings. There is a general need for an improved (realistic) educational system, with more counseling and guidance services, some school consolidation, better occupational and vocational training, and loans or scholarships provided for deserving students to attend post-high school training programs. There is a need, above all else, for an attitude of acceptance of vocational education by the educational system; this is a great problem hindering realistic education. Until the educational system can accept the place and position of quality vocational and technical education, many of these problems will not be solved. There is the serious problem of keeping youth (potential dropouts) in school long enough to qualify for existing opportunities, the problem of providing sufficient guidance services to youth, and the need for a broader vocational training base in high school.

School board members in Tennessee are elected by popular vote, by civil district. Because there is an absence of any constitutional or statutory statement of qualifications for county school board members, many do not possess a level of education or previous experience that would provide them with some basis for making judgments related to the operation of a school system. There is the need for continued development and adoption of written school board policies by all the school systems in Tennessee.

Inservice continuing education for professional and subprofessional groups in various areas is needed (health-related occupational areas, social welfare occupational areas, conservation education, community development occupational areas, home economics occupational areas, adult basic education, and the like.)

There is a need for social work service administered by the public schools. School counselors or persons working as guidance counselors should be aware of family services available in the community, and they should know how best to bring the family service to the attention of the family when apathy or some other obstacle is present in the home situation. Family service personnel should do their part in making their physical present known to appropriate school personnel.

Only a relatively small fraction of the number of handicapped and exceptional children needing special education services are enrolled in special education programs in any of the counties. Programs for gifted pupils are nonexistent in the public schools for most counties. The development of programs for the mentally retarded is not making the progress desired.

Key problems in recreation. There is a need for expanded recreation facilities and facilities planning (advance land acquisition) and for expanded training programs for recreation personnel. Expanded recreation facilities, such as community centers, should be planned to provide for these groups: senior citizens, low-income families, youth, women and girls, and minorities. There is also a need for winter (indoor and outdoor) recreation facilities. There are few, if any, recreation facilities

in small rural communities. There is a need for more trained park and recreation personnel; more use could be made of voluntary help. Lack of revenue to expand recreation programs, facilities, and personnel is the most difficult obstacle to solving these problems.

Business activities related to tourism and recreation should be expanded around the rivers, lakes, mountains, and national parks in Tennessee. In years to come, the natural beauty and recreation potential of Tennessee could become its most valuable asset. Owners of tourist-recreation related businesses should begin a process of upgrading their facilities as soon as possible.

In some areas of Tennessee near the rivers and lakes formed by the Tennessee Valley Authority, there is considerable "open space" water-wilderness-wildlife recreation acreage. Before these natural possibilities can be fully realized, access roads leading into the recreational areas must be improved; more day-use areas need to be developed around the lakes; selected open space areas must be preserved through direct public acquisition, zoning, or other measures; and the State-managed hunting areas must be increased.

Summary of Marginal Problem Areas

Key problems in transportation. Two main transportation problems are the delay in completing the Interstate Highway System, particularly in the major metropolitan areas and in the mountainous areas, and the dearth of mass transit innovation. Other transportation problems include inadequate or nonexistent planning, obsolete secondary road systems, lack of parking areas and facilities, congested traffic and poor traffic flow, inadequate system of truck routing through residential neighborhoods, absence of sufficient transmountain routes to break the bonds of isolation, and lack of rail, bus, and air services in most areas.

There is a need for improving traffic safety on highways and on streets in or near metropolitan areas; safety education is needed for the protection of juveniles using various types of motorized two-wheeled vehicles. In some areas of the State there is a problem in traffic safety due to lax procedures in traffic law enforcement.

Improved bus service is needed, especially in "low-density" areas that normally do not pay a commercial operator to serve. Imaginative or innovative solutions need to be proposed that will result in expanded service on a paying basis. The use of minibuses, jeeps, or shuttle buses could provide intercity service in sparcely populated areas.

Key problems in health. Big health problems loom in the untreated sewage dumped in the rivers (inadequate sewage disposal system), lack of proper drainage, water pollution, untreated or unapproved water drawn from wells and springs, inadequate refuse collection (garbage) and solid waste disposal systems, air pollution from rendering and chemical plants, roadside dumps, poor sanitary conditions, inadequate septic tanks and tank pumping services, inadequate sewage treatment facilities, occasional flooding of septic tanks and field lines leading from such tanks, inadequate

enforcement of immunization and animal control laws (especially in areas outside city limits), infrequent inspection of food handling establishments, and a lack of privies in some areas. An investigation should be made to determine whether health laws are in need of revision; there may be a need for better coordination of health services, improved mental health laws, and laws to protect the public from carriers of active tuberculosis.

Outside the metropolitan areas there is an insufficient number of medical doctors, dentists, and nurses for the population serviced. Most counties have less than one doctor or dentist per 1000 population; there is a shortage of registered nurses, with few men interested in such careers. There is a need for convalescent hospitals for the chronically ill (such as terminal cancer patients); nursing homes, hospitals or homes for the aged; facilities for the handicapped; facilities for mentally retarded children; more maternal and child health services; adequate hospital facilities for alcholics and private psychiatric patients; adequate mental health facilities for the indigent; adequate dental care for the indigent; and, in general, new hospitals and additional medical staff in most of the counties.

The existing large number of overt dangers to public health (such as veneral disease and drug addiction) indicates that public health education programs need to be developed to supplement personal health education programs already existing in the public schools and elsewhere. Home safety education programs need to be developed.

Key problems in land use. Certain priorities in planning for land use in urban areas are needed to enhance future industrial and recreational development. These priorities include: providing for advanced land acquisition, developing service and industrial lands adjacent to and related to urban development, preserving prime waterfront industrial sites as a future employment base, providing quality services in urban areas, preserving water quality for multiple use, and providing for tourism. Certain priorities for land use control in rural areas, including information on natural resource conservation and the need for planning, zoning, and functions of planning commissions on a county and multi-county basis, are needed.

Conclusions

In conclusion, it was felt that there were certain causal factors underlying community problems identifying conditions which should be considered in the development of a Statewide, comprehensive, coordinated system of community service and continuing education programs. The summary of causal factors is representative of those conditions which exist in Tennessee and are not given in order of importance. Although this discussion is not necessarily all-inclusive, colleges and universities should be aware of these conditions in preparing proposals to solve key community problems which are identified as a result of the demonstration research project, the questionnaires, research literature, and the like; the State Agency, too, needs to be aware of these conditions in determining the priorities for the development of community service and continuing education programs in Tennessee.

Urban, suburban, and rural areas of Tennessee will require different types of continuing education and community service projects. In general, the more urbanized areas have more problems (such as employment and youth opportunities) relating to rapid changes in population, governmental and nongovernmental services needed, poverty, and controls. Rural areas generally have problems related to outmigration, ability to provide services to citizens in a changing economic situation, and land use and full utilization of natural resources.

Additional demonstration or experimental action-directed research in techniques which will prove workable in future projects relative to community service programs is desirable. Information concerning the use of new ideas and concepts relative to continuing education and community service programs not currently available or in use in the State would be valuable. Use of existing facilities of colleges and universities as the vehicle to carry projects will strengthen roles of institutions of higher learning. The development of channels of communication between governmental officials, community leaders, members of numerous organizations and agencies, and staff members of the colleges and universities in Tennessee will result in closer ties with each other.

1. Citizens in Tennessee need a basic understanding of community development, its values to communities and areas, and its importance in today's rapidly changing political, social, and economic conditions. Crucial to the awareness and solution of the problems of local government is the provision of effective machinery for total community planning and development, which includes the involvement of citizens in educational programs for improvement.

2. The smaller urban communities are burdened with a multitude of problems. Most of these areas have experienced some growth, but they still need a sizeable amount of economic advance to compete for new industry. Untrained or untrainable labor, low per capita income, shortages of housing, small or eroded tax bases, inadequate school systems, the absence of long-range economic and urban planning, conflicts between city and county governments, duplication of services by overlapping political subdivisions of governments, failure of county governments to provide adequately for necessary local government services, and shortages of professional and skilled personnel complicate orderly community development. Community action leadership training would be helpful in some cases.

3. The outmigration of population from rural areas to urban centers and suburban areas of Tennessee is a problem that must be coped with. The pressures of population growth and how to meet changes and relate the demands and desires of the new population to the already existing population in these cities are involved. Such things as adequate low-cost housing, schools, fire protection, police protection, and other public services are part of the problem. The need is to have citizens (and especially those in decision-making positions) understand how a satisfactory solution to the problem can be made.

4. Professional workers, especially in the sociological, economic, ecological, educational, and political science fields in various educational institutions as well as in private organizations, lack general contacts with each other and, above all, tend to need more understanding of the policies and programs of federal and State agencies working in the field. There is a need for all of these professional workers to understand these programs across the board, to prevent the overlapping of federal and State programs in order to bring about as good a coordination as possible, and, in the final analysis, to develop ways they can be used as efficiently as possible. New techniques for communicating with low-income families and hard-core poverty cases should be developed. Better communication with the indigent and minority groups and long-range planning are needed to insure that existing public and private programs are used to their fullest capacity.

5. Colleges and universities should establish improved channels of communications with community leaders and community officials so that problem areas can be identified and suitable program recommendations can be extended to these leaders and officials by the institutions of higher education. The urban observatory concept would be one approach. City officials and other responsible decision-making citizens are in need of closer contacts between each other, and they especially need a good basic understanding of the policies and programs of the many new and varied federal and State programs that are in operation or could be put in operation if properly coordinated and made available to the people in prospective towns or areas. Working on a problem together improves the channels of communication. The dissemination of the results obtained from the research and the educational and training programs in the urban observatories (such as the one in Nashville) could be valuable in assisting the other urban areas of Tennessee.

6. Community leaders must recognize that education is the key to youth opportunity; and, in turn, youth opportunity is the key to future growth, economic development, and prosperity for Tennessee and its communities. Low income, inadequate education and training, and public complacency and lethargy lurk behind the majority of community problems. The statistical analysis of crime as reported by police suggests that poverty and inadequate economic and youth opportunities are basic causal factors. There is a correlation between overcrowdedness and poverty, and sociologists also believe a correlation exists between overcrowdedness (housing congestion) and juvenile delinquency and crime.

7. Absentee ownership of large tracts of land in outlying areas and speculative ownership of property inside or adjacent to small communities have restricted industrial and commercial development. Industrial and commercial expansion has also been hampered by a lack of coordinated planning at the county level and by a lack of regional planning. Public officials, community leaders, and business and industrial managers need assistance in making improvements in their operations so they can adjust to area industrialization. Owners of small businesses of all types (particularly those owned by Negroes) need training and assistance in entrepreneurship and in the basic procedures involved in operating a business establishment. There is a need for improved labor-management training.

8. An understanding of the pressures of increased population on land use, the wise use of natural resources, natural resource conservation, ecology, and the multiple use of natural resources as they pertain to areas and community development and planning is needed by many citizens and responsible officials. With the current emphasis on beauty, maintaining open land spaces, conservation education, and forestry development, this is a problem that needs much and immediate attention. Planning regarding annexation and land use is out of focus; there seems to be little long-range perspective. An understanding of how urban renewal and expressways affect low-income groups is needed by many citizens and responsible officials.

9. Small rural communities face the problem not only of land use change but also of human resource development. A serious gap exists between the qualifications and aptitudes of the existing labor force and the employment opportunities available; skilled labor is scarce, yet there is an oversupply of unskilled workers; the very poor are qualified only for unskilled or semi-skilled work, yet little of this labor is in demand; the poorly qualified person has little opportunity. This human resource development involves providing ways and means that people, accustomed to a way of life that is fast diminishing in financial return, can be provided--through training and through the seeking of new industries--jobs that are satisfactory to them personally and financially. Of the people engaged in the three declining industries (agriculture, forestry and fishing, and mining), the number employed in agriculture is of considerable significance. Many areas in Tennessee have this problem of unemployment which is tied to the changes of employment opportunity and the ability of the rural labor force to adjust to opportunities.

10. Colleges and universities could develop educational programs to aid in the solution of identified community problems related to employment and poverty; problems related to the needs of special groups--the aging, women, handicapped, the indigent, minority groups, recreation workers, urban agents, and the like; and problems related to such areas as citizen education in urban affairs, training for old and new community leadership roles, and education in the arts.

11. Colleges and universities could assist the Model Cities administrators in Nashville, Smithville, Cookeville, and Chattanooga in educational programs in leadership, human relations, and counseling; and some basic understanding at the grassroots level of planning, government procedures, and consumer education might be helpful.

12. Helpful education programs would be worthwhile in such areas as community development, economic development, human relations, and personal development. These problem areas would indicate the need for educational programs concerned with mental health, human relations and racial integration, provincialism, home and family relationships, family and marriage counseling, intergroup relations, cultural deprivation, open housing, equal employment opportunities, civil rights, sensitivity training, and the like.

Possible Types of Activities

The following list of possible types of activities is designed to supply proposal applicants with suggestions about the various ways continuing education and community service projects can be conducted.

1. Seminars, conferences, institutes, clinics, demonstrations, forums, or workshops on a local, regional, or Statewide basis.

2. Formal academic or nonacademic extension, correspondence, and continuing education courses taught off or on the college or university campuses.

3. Depth-training or inservice training programs, such as week end or evening training for community economic and leadership development, for tax assessors or judges, and so forth.

4. Counseling, technical assistance, and counseling services which are not available elsewhere in form or subject matter.

5. Experimental or demonstration action-directed research programs, designed for pilot work or evaluation, or designed to identify and develop new, expanding, or improved approaches to the solution of community problems.

6. Mass media, such as radio and television, to provide supplemental work in addition to current uses of this method or type of activity.

7. Other innovative programs of instruction and study, including pilot educational work to motivate community groups in developing techniques for successful community action programs.

C. STATEWIDE PROGRAM PRIORITIES

The State Agency has determined that priority should continue to be grouped during fiscal year 1971 into two basic areas: (1) Governmental Organization and Community Development Services (covering the areas of government, housing, recreation, transportation, health, and land use); and (2) Community Economic Viability and Human Resource Development Services (covering the areas of employment, youth opportunities, poverty, and education). The priorities were established by the State Agency on June 10, 1970, after consultation with the State Advisory Council on April 17, 1970. Due consideration was given to the existence of other federally financed programs dealing with similar and other community problems (including Title VIII of the Housing Act of 1964), and to the resources of institutions of higher education that are existent for, and adapted to, the development and operation of community service programs related to specific aspects of the selected community problems.

D. THE STATEWIDE PROGRAM

Operating Philosophy and Statewide Objectives

It is the intention of Title I in Tennessee (1) to encourage all institutions of higher education to contribute as fully as possible to the solution of community problems through community service and continuing education programs, and (2) to encourage these colleges and universities to strengthen and improve their institutional competencies in community service programming, not, of course, as an end in itself, but for the ultimate purpose of assisting the people of Tennessee in the solution of community problems. To this end an effort will be made to encourage creative program efforts on a broad range of problem areas, even though these do not fall within the two major emphasis areas described above. This section on operating philosophy and statewide objectives is designed to help participating institutions to develop or improve or strengthen their community service programs aimed at helping people in solving the community problems identified by the State Agency as priority problems for Title I programming.

This amendment has been developed to use the extension and continuing education process in Tennessee to aid in solving public problems, with special emphasis on urban and suburban problems. The development of these services for Tennessee will be accomplished by a flexible, permissive system that encourages innovation rather than one that prescribes problems and approaches in detail.

Title I is designed to aid extension and continuing education efforts in problem solving that are appropriate to higher education institutions. This, of course, requires a commitment on the part of the college or university to assist people in the solution of community problems and a desire to cement, on a more-or-less permanent basis, an effective and viable relationship between our institutions and our communities.

Ideally, any college or university desirous of participating in educational and training programs under Title I ought to do these three things: (1) ascertain its own commitment and interest in certain areas of community service and continuing education, and not be tempted to let the federal funds stimulate it to go in certain directions it does not desire to go; (2) determine which aspects of its public service program it wishes to develop and strengthen (which will also assist in the solution of identified community problems) and which aspects it would be willing to maintain in the future (in the event that Title I funds were no longer available); and (3) at this point, submit Title I proposals that will (a) be in line with its own commitment and interests, and (b) aid the institution in the development of its identified continuing education and community service program. This will preclude an institution of higher education from being stimulated in ways it does not desire to be stimulated.

Title I was enacted with the assumption that colleges and universities possess a body of knowledge, skills, and information which could be readily and effectively applied to the solution of community problems and that these institutions were just waiting for a vehicle such as Title I to be created so they could apply these resources. For all their knowledge and expertise, colleges and universities have not moved, as quickly and as effectively as anticipated, to get involved in their communities--however they define them. In fact, some institutions harbor a reluctance to do so, clinging to the

traditional functions of teaching and research while giving only lip-service and catalogue rhetoric to the function of community service and continuing education for adults.

The State Agency sees the problem of helping or encouraging higher educational institutions to become really meaningfully involved in their communities as a significant one in Tennessee. As mentioned above, a visible, tangible commitment on the part of institutions to the service function is a necessary condition for the resolution of community problems. In order for this commitment to be a sufficient condition, institutions must determine, individually, how they can best serve their communities in line with their particular strengths.

This problem is faced by two different groups of higher education institutions: (1) those who have been involved, in some way, in programs of community service prior to and after the enactment of Title I; and (2) those who have not. In fiscal year 1971, all eligible institutions will again be encouraged to participate in the State program whether they have had a history of involvement in community service prior to enactment of Title I or not.

There are several institutions of higher education in Tennessee which are, in effect, urban universities. These institutions will flourish or perish along with the cities of which they are (or should be) a part. To be a really great (urban) university, these institutions must become involved in the city's problems; their faculties must play a role in the solution of the urban crisis. And this crisis is just as real in all of Tennessee's urban areas as it is in New York, Chicago, and Detroit. These institutions must apply their resources to the most pressing problems of the cities and our times. This message is clear; it is being stressed daily all across the nation. What is not clear is whether the message has been received and understood by these institutions of higher education in Tennessee!

Title I cannot hope to solve all the problems. But it can, for example, encourage higher education institutions: (1) to <u>experiment</u> with ways of getting various kinds of individuals and groups together to work out cooperative, community-wide solutions to human relations problems, with an emphasis on improved community dialogues; (2) to <u>experiment</u> with new ways of effecting attitudinal changes within specific groups and individuals, especially in approaches to the problems of poverty and race; (3) to <u>experiment</u> with new ways of training administrative personnel from various public and private agencies working directly with the poor; from non-profit and community neighborhood social and civic organizations in better understanding the problems of the poor; from government, business, and education in better relating to the poor; and (4) to <u>experiment</u> with ways for determining what institutional and/or community resources are necessary and sufficient to effect social change in the areas stressed in the Title I legislation.

The State Agency will operate under certain kinds of assumptions about extension and continuing education as an educational process. These assumptions have entered into the development of this fiscal year 1971 annual program amendment and will affect how it is carried out.

1. Extension and continuing education is a process for bringing subject matter experts to situations and locations where use can be made of their relevant skills and knowledge, whether within or outside of

a classroom. Experts must be brought close to the problems if they are to be useful in solving them. Both short-range and long-range solutions may be sought.

2. Extension and continuing education is not only the transfer of accumulated knowledge. It may mean making people aware of unvoiced or imminent concerns through action-directed research and problem-identification activities. It may also mean some accumulation of knowledge through result-oriented research.

3. There are no "best" educational formats or processes in extension and continuing education. The essence is flexibility and inventiveness in devising mechanisms and situations for the application of knowledge to the needs of society.

4. Providing effective extension and continuing education services to aid the citizens of the State in community problem solving requires a carefully integrated Statewide system intimately tied into the campuses of the educational institutions of the State. The distribution of problems in Tennessee does not now and is not likely to fit the distribution of talent suitable to work on it. Asministrative and staff costs will be lower and quality of service higher where the resources of all institutions are available throughout the State and are not "fenced off" in any way.

A variety of mechanisms already exist which currently are dealing with community problems. Educational efforts under this Act will need to blend with, supplement, improve, and assist other efforts as well as to provide educational activities, services, and perspectives unique to higher education. The primary focus of Title I is teaching in its various forms.

Specific Aspects of the Statewide Program

To the fullest extent practicable, this annual program amendment is designed to contribute to the development of a comprehensive, coordinated, and Statewide system of Community Service and Continuing Education Programs; the specific aspects for which financial assistance is requested for the fiscal year ending June 30, 1971, are described above and below. Because of the uncertainty as to the final amount of federal funds which will be appropriated or available for Title I, the programming costs are shown as percentages of whatever amount will be available for Title I programs in Tennessee.

The State Agency will solicit program proposals from all eligible institutions of higher education in Tennessee by letter on July 1, 1970, and again on December 1, 1970. Those institutions participating in fiscal year 1970 and others that express an interest in submitting proposals will be furnished complete information on Title I as contained in the Tennessee State Plan.

Fiscal year 1971 program suggestions are grouped below according to the type of problem they attempt to resolve. They are illustrated by examples, intended for the purpose of stimulating innovative ideas,

and they ought not to be considered as limitations or prescriptions about preferred programs. It is desirable that local participants should be significantly involved with staff members at the colleges and universities in planning of programs and in defining the local variations of the problem to be resolved.

Governmental organization and community development services. Institutions of higher education are invited to consider one or more of the following illustrative areas for action and to design and submit project proposals for:

1. Programs designed to promote community involvement in planning and in the reduction of social disorganization. These would be, for example, training courses for citizens involved in local planning; the promotion of understanding of planning objectives by citizens affected by housing and urban renewal; conferences and seminars to stimulate civic participation and leadership; programs to interpret the process of social change to those affected by it, to enable them effectively to participate in directing change; action-directed research in new approaches to involving citizens and officials in local and regional planning for change; and leadership training activities, designed to help community leaders and potential leaders develop skills in the analysis of problems and in the planning of community action programs for their amelioration.

2. Programs to improve the skills, knowledge, understanding, and competence of State, city, and county governmental officials and employees, leaders of civic organizations and groups, and other community leaders.

3. Programs for local government personnel, elected or operational, to learn and apply new management techniques, to understand better their role in local or regional government, and to assist them in providing for a high quality of public service; community leadership programs on a regional basis to demonstrate the advantages of local government consolidation and reorganization in improving services and increasing the efficiency of operations; and pilot programs on a county basis to assist public administrators in better understanding the true functions of county officials and the role and responsibility of each in the governmental system.

4. Programs for local elected officials, organized in cooperation with regional development districts or area councils of government, for the purpose of examining suburban and metropolitan dimensions of inner-city problems.

5. Action-directed research preliminary to programs dealing with local and regional needs to develop strategies for upgrading the professional manpower in municipal and county governments.

6. Programs to focus attention and to assist in the solution of problems related to community housing needs (inadequate housing, slum housing, housing rehabilitation, the general dullness of urban living, and urban beautification) for disadvantaged groups, designed for minority leaders, government and educational personnel, and other citizen groups.

7. Programs designed to provide an understanding of the full range of environmental development problems including urban renewal, transportation facilities and traffic safety, recreation and the use of leisure time, health services, sanitary water and sewage disposal, and water and air pollution; these programs, aimed at improving environmental conditions, would be designed to provide knowledge on the program and resource opportunities available to communities.

8. Programs for representatives of the governmental and private sectors of the community to promote utilization and expansion of recreational and cultural facilities; programs to investigate new ways to support community recreation projects, disseminate the results, and motivate popular support for any resulting financial innovations; and inservice training programs in park management and conferences to upgrade personnel in administrative and supervisory positions in parks and recreation departments.

9. Special programs to assist both the individual citizen and local agencies in (a) better organization and coordination of community health facilities and services to assure comprehensive health care for all citizens and to prevent duplication and overlapping of services, (b) recruitment and training of qualified professional and sub-professional health workers, and (c) development of ways of extending health services to the disadvantaged and to isolated communities.

10. Programs for community leaders (urban as well as rural) and others in developing community beautification projects, industrial site selection, use of soil conservation practices, planning and zoning, preservation of the State's natural endowments (water-wilderness-wildlife), and management of private residential land areas.

Community economic viability and human resource development services. Institutions of higher education are invited to consider one or more of the following illustrative areas for action and to design and submit project proposals for:

1. Beginning programs to identify and fill the employment needs of such special groups as women preparing to enter or re-enter the labor market, the aged, the disabled, and youth.

2. Programs related to labor education, management education, and employment opportunities; and programs on unemployment and underemployment that would focus on causes and possible cures in areas where severe economic insecurity is a fact of life.

3. Programs to develop improved methods of analysis and dissemination of information on employment opportunities and the training of personnel in these methods to promote manpower development and training; and programs to improve the employability and productivity of manpower and the quality and stability of potential employment within the various communities.

4. Programs designed to help members of minority groups to function better as individuals and to help them integrate more satisfactorily in

American society; programs aimed at the reduction and progressive resolution of problems of social concern (such as misuse of drugs, civil liberties, and civil rights).

5. Programs for guidance counselors and other workers with youth to enable them to up-grade the employability of youth through basic education courses and basic service skills and/or other programs such as vocational education and vocational rehabilitation; such programs will involve leaders of government, business, industry, the public schools, and institutions of higher education.

6. Human relations program for parents, community social agencies, and other community leaders dealing with problems of parent-child relations, juvenile delinquency, youth opportunity (educational dropout) and employment, recreational opportunities for young people, and upgrading of culturally deprived children.

7. Programs designed to provide disadvantaged or low-income families with training in family planning, money management (consumer economics), health and sanitation practices, motivation, community involvement, child welfare, value of education, better job placement, low cost housing loans, truth in packaging, credit costs and interests rates in credit, installment buying, effective food buying, and other activities to improve their general welfare.

8. Programs in human relations and leadership training for indigenous neighborhood leaders of disadvantaged groups in the lower economic groups of urban areas; programs to upgrade the training of governmental personnel in order to assist in the economic development of Negroes, Appalachian whites, and other disadvantaged minority groups.

9. Programs aimed at the improvement and extension of continuing education in areas where people are not served.

10. Programs to organize a coordinated community service and continuing education structure, utilizing representatives of all public and private institutions of higher education in Tennessee; this structure will be designed: (a) to direct, develop, implement, and evaluate programs; and (b) to develop short and long range goals for institutions of higher education to identify community needs and problems, to make recommendations for the solution of community problems and to coordinate the application of institutional and community resources in all aspects of community educational service.

E. PROPOSAL SUBMISSION DEADLINES

The final closing dates for program proposal submission to be funded for fiscal year 1971 are October 1, 1970, and March 1, 1971. The State Agency, with the advice and assistance of the State Advisory Council, will approve institutional proposals on or before December 4, 1970, and April 16, 1971. All proposals will be approved prior to June 30, 1971.

F. NOTICES OF ACTIVATION

Notices of Activation of Community Service and Continuing Education Programs will be forwarded to the United States Office of Education, Division of University Programs, within 15 days after the approval of each program by the State Agency. (This official date of approval would generally be either after December 4, 1970, or after the date the State Agency is officially notified that this amendment is effective by the USOE. No program can be officially approved by the State Agency until this amendment has been legally approved by the U. S. Office of Education.)

G. FEDERAL FUNDS REQUESTED AND ANTICIPATED BUDGET

The amount of federal funds requested in support of this Statewide system of Community Service and Continuing Education Programs is Tennessee's allocation of the Congressional appropriation for Title I. (For example, assuming that Congress again appropriates $9,500,000, Tennessee would receive an estimated amount of $183,828 in federal funds for FY 1971 programs and administrative costs.)

Anticipated Budget

Program:	Percent of Program Funds Federal	Matching	Total
1. Governmental Organization and Community Development Services	65	65	65
2. Community Economic Viability and Human Resource Development Services	35	35	35
Total	100	100	100

(NOTE: The percentage of program funds indicated above is based on the 66 2/3 - 33 1/3 matching arrangement now in force under Title I legislation; the total federal program funds, exclusive of the $25,000 for administration, are estimated to be $158,828.)

Administration:	Federal Funds	Matching Funds	Total Funds
Personnel Services	$18,350.00	$18,350.00	$36,700.00
Professional ($25,700.00)			
Non-Professional (11,000.00)			
Employee Benefits	1,500.00	1,500.00	3,000.00
Travel (Staff, Consultants, and State Advisory Council)	2,600.00	2,600.00	5,200.00
Office Supplies and Materials	600.00	600.00	1,200.00
Communication	1,700.00	1,700.00	3,400.00
Miscellaneous	250.00	250.00	500.00
Total	$25,000.00	$25,000.00	$50,000.00

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